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NATIONAL MUNICIPAL LEAGUE

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Editorial Comment

August, 1938

Suburbs—Curse or Blessing?

IN THIS issue of the NATIONAL MUNICIPAL REVIEW appears a significant article discussing the method of eliminating townships in Oklahoma—by the simple process of cutting off power to levy taxes for township purposes and transferring functions to the counties.

While a process such as this is probably easier to carry through in the newer states, the Oklahoma experience should be one worth thoughtful study in all the others, every one of which feels the pinch of decreased revenue and must sooner or later do something about the multiplicity of governmental units.

This does not mean that in every state the same solution may apply. It is generally recognized that the eastern town is a much more useful unit of government than the middle-western township. Overlapping governments create the problem which must be solved —probably in different ways in different states. It is certainly true that too many units exist largely because they are relics of another period when problems were much simpler and services comparatively few.

The situation is most critical in the suburban areas where overlapping units create chaos in local government. Consolidation and transfer of functions are essential even to obtain a clear picture of what is happening.

For example, a study of Nassau County, an area suburban to New York City which more than doubled its population between 1920 and 1930, revealed that more than one hundred local fire departments existed where less than one-third, systematically located and coordinated, would have provided better protection. It was also revealed that, in this county of 273.4 square miles, there were thirty-five separate and distinct police departments, many of which exercised jurisdiction over less than one square mile of territory and cost the people amounts varying from $3.54 to $69.13 per capita.

These areas involve, too, another but related puzzle, although, like the weather, no one has done much about it.

Since the automobile began to disperse populations and rob the cities of their ablest people, financially and from the standpoint of leadership, there has been no lessening of services or expenses. The suburbanite wants to live just close enough to have all the urban advantages and just far enough away to escape the burdens of taxation.

Many cities are therefore wondering, "What is a fair contribution to the upkeep of the city by a suburbanite who makes his living in the city, and, more important, how is he to be made to pay it?"

There has been less scientific investigation of this question than of many far simpler ones. State aid to municipalities and to various service districts has been extended as a partial corrective, and sometimes the formation of metropolitan sewerage, water, health, and other districts nibbles off a few edges.

But the main pattern, distorted by growing blighted areas, better transportation facilities to help the suburbanites in their daily dashes to work and home, increasing services and decreasing revenues, remains.

Escape from Pressure Groups

MUCH is said from time to time about the career ideal in public service. A great deal of it is little more than the wishful thinking of reformers who whistle in the dark to keep up their courage in the face of conditions which all too often reveal but few signs of progress.

There have been many examples in recent years of the effectiveness of organized minorities in wrenching special favors from easily impressed local, state, and national governments. Whether it happens to be the policemen, firemen, teachers, veterans, or one of the other public employee groups, it goes on and on, and the results, even though they may be along the lines of justice and wholely deserved, certainly are haphazard, to say the least.

The pay increases and other advantages granted to isolated influential groups in the public's service surely are gained at the expense of fellow workers who lack the means of putting on the pressure—unless budgets are flexible, which they aren't. One frequent natural result is that there isn't enough money left to pay properly those in the most responsible technical positions; and what does that do to the career ideal? How are we going to keep the best qualified in the public service if they can obtain a suitable reward only by finding means of whipping a legislative body into line?

More and more state and local governmental units are finding the answer by "calling in the doctor" for a genuinely scientific diagnosis of the entire body instead of putting a bit of salve on each finger from time to time as it becomes sore.

It is becoming the style for state legislative committees to employ a staff of experts to investigate technical problems like taxation, public debt, public health, etc.

A few state and local legislative bodies, faced with a growing realization of a lack of balance between the employees of the various public services, find an effective means of escape from pressure groups by deciding:

"Let's call in experts to make a thorough study of the whole problem and get it settled on a scientific basis."

Toledo Inspects Its Government

By ALLEN H. SEED, JR.

Executive secretary of Toledo's City Manager League describes municipal exhibit which demonstrated to Toledoans what city manager—P. R. government has done for their city in the way of new and improved services.

AN UNUSUAL opportunity to look "under the hood" and inspect the municipal "motor" was afforded the people of Toledo during an exposition put on by the city June 2nd, 3rd, and 4th, under the auspices of The City Manager League and the League of Women Voters.

While citizens generally have been conscious of their improved local government since the manager plan was adopted three years ago, the up-to-date pattern of city services, presented to the public for the first time in booths and exhibits, was a revelation even to those who have followed conditions closely under the new regime.

For three days Toledoans thronged the civic auditorium, inspected public buildings and plants, flew over the city in specially chartered planes, thrilled at police and fire drills, and listened to municipal programs on their radios.

By the time the exhibition closed, suggestions for the next one were being discussed, as it was taken for granted that the affair would become an annual civic event.

Plans for the first municipal exposition grew out of an incident in connection with the Toledo centennial celebration last year. A typical civic parade with floats and bands had been scheduled. The city was invited to participate. Accordingly, some units of the new motorized equipment recently purchased for the safety and service departments were entered in the parade and, to furnish contrast, were paired with the outmoded equipment which they were replacing. This section of the parade provoked considerable favorable comment. There was a demand to put the entire new city government "on parade" to show the people how their municipal business was run under an experienced city manager, supported by a small nonpartisan council elected from the city at large by proportional representation.

The suggestion was first discussed by representatives of the civic organizations with City Manager John N. Edy, who not only approved the idea but offered many constructive suggestions for carrying it out. A conference was held with the heads of all city departments and divisions and the idea of a municipal "open house," with possibly an exposition, special inspection tours, and other features, proposed.

City officials were enthusiastic from the start and voted unanimously to adopt a program which would permit the public to inspect city operations at first hand. A joint committee was then set up to develop detailed plans and make all the necessary arrangements. This committee consisted of three representatives from each of the civic organizations and three from the city, under the general chairmanship of D. E. A. Cameron, the commissioner of purchases and supplies. Through frequent meetings of the joint committee, policies were determined and a complete program framed.

At the outset, it was agreed that the objective would be to provide every possible opportunity for the public to become better acquainted with all branches of the city's services. For this reason the committee decided to extend the program over a three-day period and to combine the "open house"

idea with the actual inspection of public buildings and institutions, with a permanent exhibition in the civic auditorium featuring a cross section of all important municipal activities for those who could not take time to make the inspection tours.

The slogan adopted was: "Know Your City," with "Toledo Open House" and "Government in Action" injected into all announcements and publicity material.

The city agreed to assume full responsibility for the show itself, the two leagues to publicize the event and provide guides and hostesses. All department heads were invited to submit plans for the participation of their units.

Emphasis was placed on the desirability of animating the exhibits, as it was generally recognized that the public would be more interested in exhibits showing action than in static displays such as charts, diagrams, photographs, and models. Through personal conferences with the members of the arrangements committee and the incentive of competition, many original ideas were presented and incorporated into the show. A further stimulus was the *Toledo News-Bee's* announcement that it would present a cup to the city department having the most interesting exhibit—the public to be the judge.

ADVERTISING THE EXPOSITION

While plans for the exposition were being developed, the affair was being publicized through the efforts of the sponsoring organizations with the assistance of a local advertising man who had been specially retained for the purpose.

Letters and tentative programs were sent to all organizations and clubs throughout the city, asking them to bring the affair to the attention of their members through announcements at meetings, notices on bulletin boards, or in their publications. Similar letters were sent to all clergymen, inviting their cooperation and asking them to inform their congregations of the civic event.

The three daily newspapers and the various foreign language and weekly papers in Toledo were especially cooperative, publishing news stories, features, and pictures frequently for two or three weeks preceding the exposition, which served greatly to arouse public interest.

Hundreds of artistic posters, featuring different municipal activities, buildings, and plants, were prepared by children in the public schools and distributed by boy and girl scouts to retail stores, where they were prominently displayed. In some of the art classes three-dimensional displays were prepared, which were used to dress windows in some of the larger downtown establishments. In addition, a simple red, white, and blue printed poster was prepared and distributed to outlying stores, bus and railroad terminals, libraries, YMCA's, community centers, and other public places. A local outdoor advertising company contributed a number of three-sheet posters to advertise the exposition, which were displayed at prominent locations.

One large bakery carried posters on the fleet of trucks which it operates and, in addition, distributed three hundred posters to retail stores which it serves. The Community Traction Company, which operates the street cars and busses in Toledo, carried posters in all of its vehicles during the entire week of the exposition. The two major taxi companies used a small window sticker, as did many private cars. All city equipment carried exposition stickers on their windshields.

News commentators for the two local broadcasting stations contributed time to announce the exposition and invite the public to participate. Letters and

bulletins to members of the City Manager League and League of Women Voters contributed to the advertising program.

In order that the newspapers would have sufficient material for the affair's publicity, a special story featuring some aspect of the exposition was prepared and released daily.

The result was that when the show opened on June 2nd, the public was in the state of mind of a small boy who has seen the circus posters, watched the "Big Top" go up, and is on tiptoe for the parade to start.

"SAFETY DAY"

The show opened with a fire and police exhibition in the civic center. Three thousand people surrounded a vacant lot on which had been erected a small building of old lumber and inflammable material. At a given signal the building was set on fire, and an alarm was turned in which was responded to by several pieces of fire fighting apparatus and the rescue squad. Within three minutes after the alarm had been given, the fire was extinguished and the first thrill was over.

The police then put on a public drill and passed in review before the mayor, council, and city manager and were formally inspected by them. Immediately following this event, aerial bombs, whistles, and fire bells announced to the city that Toledo's municipal exposition was open.

The first day was designated "Safety Day" and was dedicated to the fire and police departments. Special escorted tours of the safety and alarm buildings were scheduled and taken advantage of by hundreds of visitors. Operations and equipment were shown and explained by representatives of the two departments, assisted by members of the Junior Division of The City Manager League, who helped handle the crowd, distributed literature, and performed other services.

On the opening night members of council and city and county officials made a formal inspection of the exhibits displayed at the civic auditorium. Officials and visitors were quick to note that the slogan of the exposition, "Government in Action," had been well carried out. There was action everywhere—men were working, machines were in operation, lights were flashing. Three departments were running moving picture shows. A courteous representative of the department affected was on hand at each booth to answer questions, operate equipment, or give brief lectures.

As the visitors came in, they were greeted by hostesses recruited from the League of Women Voters and The City Manager League, who gave them printed programs listing the exhibits and tours, and ballots for the "best exhibit" newspaper award.

The auditorium itself was spacious, well lighted, and attractively decorated, with all exhibits arranged around the walls on three sides, permitting a wide aisle for passage. A thousand seats were arranged in the center, facing the stage, on which special nightly programs were conducted.

It would be impossible to describe all the exhibits in this article. Some of the "high spots," however, were: miniature putting green, with golf professional in charge (parks department); a few cages of specially selected animals (municipal zoo); complete scale model, down to the smallest detail, of the welfare farm; exhibit showing polluted food and methods used to detect it (health department); diver with complete under-water uniform and equipment (bridge inspection division); miniature sewage disposal plant in operation; standard traffic lights, with timing device opened up for inspection; fire-arm arsenal, tear-gas and "tommy"

guns, and other police equipment, demonstrated by a special officer assigned to the exhibit (police department); broom-maker engaged in manufacturing regulation street sweeper, this last winning the award for the most interesting exhibit.

Drawn up outside of the building and in the market section, separated from the main auditorium, were displayed the latest police and fire motor equipment.

On "Safety Day" all fire houses throughout the city were open to the public, with children especially invited to visit them and see the firemen go through the motions of responding to imaginary alarms. During the show all public buildings, plants, and institutions held "open house" to the public and were visited by hundreds of interested citizens.

On the second day, designated "Service Day," special escorted tours in chartered busses were arranged to the filtration and sewage disposal plants. The latter, which is doing a profitable business in selling pulverized sludge, held a public contest to give the product a trade name, permitting all visitors to the plant or the booth to submit suggestions, the prize winner receiving a twenty-pound sack of sludge, while each visitor received a small sample in a paper bag.

The second day's evening stage program consisted of a "Know Your City" quiz-bee for high school contestants, conducted by the League of Women Voters. Philip C. Nash, president of the University of Toledo, presided and the three newspaper editors served as judges. This program was broadcast by Station WTOL.

The closing day, "Welfare and Health Day," featured the parks, municipal zoo, and airport. In addition to providing free admission to the zoo that day, there was a special complimentary showing of Martin Johnson's film "Simba" in the Museum of Science Building and in the evening, a Philharmonic concert and ballet in the open-air theatre.

The Junior Chamber of Commerce ran chartered busses to the municipal airport, where visitors were shown through the administration building, weather bureau, and hangars. Those who desired to do so could take sky rides over the city at a special exposition rate.

PRIZES AND AWARDS DISTRIBUTED

The closing ceremonies drew by far the largest crowd. More than two thousand were on hand to see Percy C. Jones, son of Toledo's nationally famous mayor, the late "Golden Rule" Sam Jones, present, on behalf of The City Manager League, certificates of merit to 163 city employees who had completed twenty-five years of public service. This was done with the participation of all department heads, who were seated with Mr. Jones, the mayor, and city manager on the platform. Practically every city employee entitled to the award, with his family, was in the audience. Following the presentation, the city manager delivered the closing address. His talk was broadcast by Station WSPD.

In addition to the *News-Bee* award for the best exhibit, the *Toledo Times* presented a handsome plaque to the city's oldest employee, the Junior Chamber of Commerce gave two scholarships to the winners of an essay contest among high school and college students on "How the City Spends Its Tax Dollar," and the *Toledo Blade* participated in the affair by printing a coupon in all editions of the paper which permitted any visitor to the exposition to ride home as its guest on any bus or trolley car. Music was

furnished at the auditorium by the WPA orchestra.

Throughout the exposition reprinted copies of the city manager's biennial report were sold to the public at cost (ten cents) by representatives of the City Manager League, which had a special edition of three thousand struck off for this purpose.

No wonder, in view of the many and varied features presented, that the formal exposition drew approximately ten thousand people, with additional thousands witnessing the fire and police exhibitions or visiting the public buildings, zoo concert, and other events.

The consensus of opinion was that never before in the history of Toledo had the average citizen had a better opportunity to see how local government is functioning, compare the equipment and methods now in use with that of former administrations, and learn, in many cases for the first time, how many useful and little known services the city is giving its people. It is the belief of political observers that exhibitions of this character go a long way toward maintaining a desire on the part of the citizens for a continuation of the form of government which has brought these changes about.

Amazement was frequently expressed

(Continued on Page 428)

Smallest Jersey Town Votes under Manager Charter

The smallest municipality in New Jersey held an election for councilmen on July 19th, and after the twenty-second and last voter marked his ballot at 8 P.M. (total voting registration twenty-seven) all five men who ran were declared elected, by unanimous vote. The tiny municipality is Bendix, in Bergen County, formerly famous as Teterboro, whose airport was used by Lindbergh and Chamberlain, and the councilmanic election marks the first step in putting into operation the municipal manager plan, which last month was chosen—also by unanimous vote—to replace the old mayor-council form.

Bendix is also the smallest community to have the council manager form of government, nosing out such a populous place as Polk City, Florida, which, until now, has had the record with a population of 222. Bendix has thirty or thirty-five, depending on which inhabitant quotes the figures (apparently some do not consider children part of the population).

At the municipal pumphouse, sole public building of the community, where the council elections were held, both officials and voters were non-commital concerning the reason for the adoption of the manager plan of government for so small a borough (a New Jersey entity roughly corresponding to a New York village). However, there were hints from some of the more garrulous (a purely relative term) that Bendix hopes to lose its "smallest" title in the near future, with the completion of the large Bendix airplane parts factory, now in process of construction in the "heart" of town. In case of an influx of new population, the new city manager, to be appointed by the new council at its organization meeting on August 16th, will have plenty to do, for roads will have to be built, the police force (now consisting of the police chief) will have to be expanded, and other municipal functions added to the present nominal ones. In expectation of growth, the budget has already jumped from $10,000 for 1937 to $17,000 for 1938. At present almost all the inhabitants of Bendix, with the exception of children, hold some municipal office, in order to comply with New Jersey law, which prescribes several officers regardless of the size of the community. But the pumphouse manager is the only hired civil servant. It is to be presumed that other civil servants will join him as municipal functions increase.

Another Bendix record is concerned with the present mayor, who was elected to the new council. Mayor Edgar Hollister is over eighty years old, and has held his position continuously since 1917, when the municipality was incorporated under the name of Teterboro. This makes him the first and only mayor of the community under the old form of government.

MIRIAM ROHER

The Elimination of Township Government in Oklahoma

A constitutional amendment does away with townships by the indirect process of removing the necessary authority to levy taxes for township purposes.

L. D. MELTON

Director, Research Division
Oklahoma Tax Commission

THE constitution of the state of Oklahoma, while making provision for the creation of townships, also provided for the optional abolition of township government within each county by vote of the people thereof. The constitution further provided that in the event townships should be abolished in this manner, the duties of the township officers should devolve upon those county officials performing like duties.[1] So far as the writer knows this method of abolishing township government has never been employed in Oklahoma.

Upon several occasions, however, the legislature has subsequently done away with township government in various counties.[2] In all such cases the extent of the reform was limited merely to the elimination of township offices, the duties of the offices being transferred to the county commissioners and other county officials. The county commissioners continued to levy taxes for the carrying on of township activities so that neither the functions of township government nor the tax levies wherewith to finance those functions were affected.

These facts, together with the further fact that the assessment function was taken from the townships in 1911, shortly after statehood, indicate that township government has never been very strongly entrenched in Oklahoma. From the beginning there apparently has been a realization that the township is an outmoded subdivision of local government.

But it was not until the worst years of the depression, when the pressure for reduction in property taxes became sufficiently great, that the opportunity came to abolish township government in fact as well as in name.

One of the directions in which this pressure for lower taxes was exerted was toward a constitutional amendment further limiting ad valorem tax rates that might be levied by local governments, and also abolishing entirely the ad valorem tax levy for state purposes. The constitution fixed the over-all limitation on rates at thirty-one and one half mills, to be divided between state, county, city or town, school district, and township governments. Of these thirty-one and one half mills, the state was limited to three and one half mills and townships were limited to not more than five mills.[3]

In 1933 the legislature submitted to the people the following amendment to section 9, article 10, of the constitution:

> Section 9. Except as herein otherwise provided, the total taxes for all purposes, on an ad valorem basis, shall not exceed, in any taxable year, fifteen (15) mills on the dollar, to be apportioned between county, city, town, and school district, by the county excise board, until such time as the regular apportionment is otherwise provided for by the legislature.
>
> No ad valorem tax shall be levied for

[1] Constitution, art. 5, sec. 5a.

[2] Session Laws, 1913, chapters 183, 203, 214; S. L. 1927, ch. 107; S. L. 1929, chs. 85, 96, 113, 288, 295, 313, 316, 320, 348; S. L. 1931, ch. 36; S. L. 1933, ch. 134.

[3] Constitution, art. 10, sec. 9.

state purposes, nor shall any part of the proceeds of any ad valorem tax levy upon any kind of property in this state be used for state purposes; provided, however, any county of the state may make an additional ad valorem levy, not exceeding two (2) mills on the dollar valuation, on any property within the county, for separate schools for white and negro children, such aid or money raised therefor to be apportioned as provided by law; provided further, the annual ad valorem tax rate for school purposes may be increased, in any school district, by an amount not to exceed ten (10) mills on the dollar valuation, upon all property in the district, on condition that a majority of the qualified voters of such district voting at an election, vote for such increase, provided, however, that the legislature shall by proper laws prescribe the manner and method of conducting said election, but until such legislative provision is made, said levy may be made and said election held as now provided by law; and provided further, that limitations on the levy of such additional ten-mill levy may be made hereafter by the legislature.

Provided, also, an additional levy may be made each year in the state and in the various subdivisions thereof, on all personal and real property subject to ad valorem taxes, to reasonably take care of bonded and other valid indebtedness of the state and its various subdivisions existing at the time this amendment is adopted and becomes effective, but such necessary additional levy or assessment on such property to take care of such indebtedness existing and owing by the state and its subdivisions at such time shall in no event exceed levy or assessment for which such property would have been liable under the constitution and laws of the state as same existed immediately prior to the adoption of this amendment. No provision hereof shall be construed to tax churches or schools.[4]

This amendment was submitted to the people on August 15, 1933, and was overwhelmingly adopted. It will be seen that it provides for the reduction of ad valorem taxes in three ways: (1) it abolishes the state levy of three and one half mills; it lowers the ceiling over levies by local government to fifteen mills (excepting additional levies of two mills for separate schools, and ten mills for school districts upon vote of the people of the district, which provisions were left unchanged by the amendment); and (3) in enumerating those local units which might share in the apportionment of the fifteen mills it omits township government.

Thus were townships eliminated as active subdivisions of government in Oklahoma by the indirect process of taking away the necessary authority to levy taxes for township purposes. Townships were finally put out of business in fact as well as in name by an exercise of the power of the purse.

COUNTIES GIVEN TOWNSHIP FUNCTIONS

Following the adoption of the above amendment the legislature in 1935 was obliged to enact several laws providing for the assumption by the county of functions previously performed by townships, and providing for the closing out of township government as rapidly as possible. The township general fund, road construction and maintenance fund, and the road drag fund were consolidated into a "consolidated fund."[5] It was provided that all cash on hand in any of these funds and all future receipts should be apportioned to the consolidated fund until all outstanding warrants should be paid, after which all such moneys were to be credited to the county highway fund; but in the case of those townships (355 in number) having outstanding road bonds or other sinking fund indebtedness, any cash on hand or revenue receipts were to be credited to the town-

[4]S. L. 1933, ch. 169.

[5]S. L. 1935, ch. 36.

ship sinking fund until such indebtedness was paid.

Another statute transferred to the county commissioners the responsibility of ". . . enlarging, maintaining, caring for, beautifying, and landscaping those cemeteries which were, prior to August 15, 1933, owned by townships in this state and were maintained and kept by the township board of trustees or by the board of county commissioners as the governing board of the township."[6]

The chief function of townships—that of construction and maintenance of highways and bridges—was also transferred to county government.[7] All highways in Oklahoma are now either in the state or county highway systems. At the same time all township road machinery and equipment were given to the counties.[8]

MONEY SAVED BY TAXPAYERS

This paper would probably be incomplete without a short appraisal of the effect of the abolition of townships on the cost of local government. In 1931 the cost-payments of townships in Oklahoma totaled $3,674,000, of which $2,442,000 went for current operating expense, $588,000 for interest, and $644,000 for outlays (chiefly principal payments on funded debt). Six years later, in the 1937 fiscal year, the total cost-payments of townships was $905,220, of which sum $454,898 was applied on interest and $450,322 was paid on the funded debt. This represents a reduction of $2,768,780, of which at least $2,442,000 may be attributed to the merging of township roads into the county highway systems.

An examination of the highway costs of county government in Oklahoma for the same years discloses an increase of $1,444,790—from $5,546,000 in 1931 to $7,090,790 in 1937. It is apparent that counties were able to assume the additional load of maintaining township roads at approximately $997,210 less expense than their maintenance formerly cost the townships. A portion of this saving was doubtless made possible by the necessity for purchasing less road machinery and equipment following the consolidation of all local road work in the county government.

On the other hand, there is no evidence that country roads in Oklahoma have deteriorated since they have become a part of the county highway systems, and the total mileage has probably increased.

The abolition of townships is the only major reform in the structure of government in Oklahoma that has resulted from the depression. Further progress might be made by a similar merging of county and state highway systems, such as has been accomplished in North Carolina and Virginia.

Possibly the indirect means employed in Oklahoma to force townships from the scene, by utilizing the pressure for lower property taxes, may be used effectively in other states to bring about desirable consolidations among governmental units in the performance of certain major functions of government.

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[6] S. L. 1935, ch. 42. This apparently was the only function of township government not related to road construction and maintenance.

[7] S. L. 1935, ch. 50, art. 3.

[8] S. L. 1935, ch. 50, art. 4.

The Cities Prepare for Disaster

By HARRY R. BETTERS
United States Conference of Mayors

To arm against invasion by the forces of nature is as important as to arm against invasion by the forces of another people.

A MAJOR disaster has been defined as one "of such magnitude as cannot be met by the regularly constituted local agencies."

Planning for disaster is not a pleasant thought, but experience has taught us that it is just as necessary, in the interest of the general welfare, to arm against an invasion by the forces of nature as one by the forces of another people. Unfortunately, such arming has usually required the actual impact of a major disaster, with its resultant loss of life and property, to render a people conscious of the necessity of such planned protection.

A major disaster might strike in the form of a flood, an earthquake, a hurricane, a fire, or an epidemic. If of sufficient intensity it matters not in what form it strikes: the net results of unplanned protection are panic, unnecessary loss of life and property, disruption of essential services, and uncoördinated efforts in the protection of life and property and in rehabilitation and relief.

The establishment of numerous major disaster emergency organizations throughout the country reflects the growing concern over the development of some planned preparedness and a recognition of its necessity. This is especially true of those sections and localities which have suffered in the past from disaster in one form or another or which are, by the very nature of their geographical location, vulnerable to nature's disturbances.

Such planned preparedness as incorporated in a disaster code has been defined as "an instrument of authority upon which public officials may proceed promptly in any emergency. It should be clear in its lines of authority and cover every conceivable service which may be required to protect people and property and to meet contingencies which arise in every disaster."

The limitations in a short account of emergency disaster plans is adequately stated by the director of coördination of the Los Angeles Major Disaster Emergency Council, who says: "It must be remembered what the . . . emergency council is. It is all the departments of the city government, the American Red Cross, our public utilities, privately-owned corporations, our contractors, supply houses, our hospitals, physicians and surgeons, etc. In fact, all in the community who are expected to act in time of disaster have brought themselves together and formed a major disaster emergency council; a place where they have been able to formulate plans and correlate their efforts. Therefore it can be readily understood how impossible any single report could be made to cover all the activities of the emergency council."

Basically all plans are the same, recognizing in the first instance the prime need of a centralized administrative authority to assume responsibility in the direction and coördination of all activity in times of emergency, and secondly, the division under this authority of two major functions: (1) the protection of life and property and the preservation of order which is the responsibility of government, and (2) provisions for rehabilitation and relief in the form of food, shelter, clothing, and medical care—the latter, logically, with

the coöperation of and under the immediate direction of the American Red Cross.

Around these two main functions is constructed the various major disaster emergency plans, any one of which represents a tremendous amount of planning and organization of personnel and resources.

In its "Guide Material for Field Representatives Visiting Flood Hazard Counties," the American Red Cross has listed the respective duties and responsibilities of the government and the Red Cross in times of disaster. They are as follows:

Red Cross Responsibility

1. Supply emergency necessities of life
   a. Food
   b. Clothing
   c. Shelter
   d. Medical aid
   e. Rescue and first aid
2. Collateral services
   a. Survey
   b. Transportation
   c. Communication
   d. Public information
   e. Registration and welfare inquiries
3. Rehabilitation of Families
   a. Maintenance of families
   b. Building and repair of homes
   c. Household furnishings
   d. Hospitalization
   e. Nursing
   f. Farm supplies, livestock, and equipment
   g. Occupational training, equipment, and supplies

Government Responsibility

1. Protect persons and property
   a. Maintenance of law and order
   b. Prevention of looting
   c. Public health and sanitation
   d. Care of the dead (coroner)
   e. Enforced evacuation
2. Collateral services
   a. Survey
   b. Transportation
   c. Communication
   d. Publicity
   e. Salvage of unclaimed property
   f. Inspection of buildings for safety
3. Restoration and Replacement of Public Property
   a. Public buildings
   b. Sewer system
   c. Water system
   d. Streets and highways
   e. Other public projects
   f. Cleaning debris off streets and public property

The lines of demarcation are clear and any plan to be successful in providing the maximum relief with a minimum of time, effort, and expenditure must be developed along these lines.

Governmental functions in times of emergency are essentially normal functions expanded.

Because of its established national program the American Red Cross is the recognized official relief agency. The responsibility placed upon it by Congress is a charter mandate "to continue and carry on a system of national and international relief in time of peace and to apply same in mitigating the sufferings caused by pestilence, famine, fire, floods, and other national calamities, and to devise and carry on measures for preventing the same."

As a groundwork for any emergency plan many surveys of a varied nature are necessary.

Food isn't of much value unless one knows where it is; nor are any of the necessities of life. Emergencies require an unusual distribution of all commodities. For that reason the sources and location of every kind of basic need must be determined. The enormity of this job is immediately apparent. Un-

der the Red Cross, the Necessities of Life Committee in the Los Angeles plan has a complete list of stored supplies and their location. This list is complete and up-to-date. It includes all food, clothing, bedding, cooking and serving equipment in Southern California in addition to the larger stores of San Francisco. A knowledge of the sources of medical supplies and hospital facilities, together with the personnel to administer them, is also essential.

The fire department must be preinformed of the location of all reserve water supplies such as wells, cisterns, swimming pools, and tanks. The location of all explosives must be known in order that all necessary caution may be exercised and to facilitate its use for purposes of emergency demolition.

The agency concerned with the maintenance of law and order must especially have information relative to personnel reinforcements. This function requires the highest degree of cooperation between the local police department and such outside agencies as the army and navy, the national guard, the ROTC, and the veterans' groups. The personnel of these groups are all a natural adjunct to the local police force.

Surveys are made to determine all available housing and refugee facilities including public and private buildings, schools, churches, and open areas that can be safely utilized.

This and a wealth of other information constitutes the very life blood of any disaster emergency plan. Some have been worked out and developed in more detail than others but all are basically the same.

In the San Diego plan, worked out by City Manager Flack, a survey of all important buildings was made. This covered schools, stores and office buildings, apartments, churches, hospitals, theatres, and public dance halls. They were rated in five groups according to fire resisting qualities. Any form of total or partial collapse involves the hazard of fire. With the aid of this rating officials have a basis on which to predict those areas and sections which would be likely to require unusual aid, and consequently, in event of a major disaster, would enable a rapid concentration of forces at these points.

CALIFORNIA CITIES MAKE DETAILED PLANS

The Pacific coast area has proven most fertile in the development of disaster preparedness plans. The present Los Angeles plan grew out of a movement initiated in 1924-25 resulting in the organization of the Citizens Preparedness Committee in 1926 and the adoption in 1933 of the plan creating the present Major Disaster Emergency Council. Both Pasadena and Berkeley adopted plans in 1927 and the proposed San Francisco set-up was a revision of a series of conferences since completion of the Commonwealth plan of 1928.

Adoption of the present Los Angeles plan, by act of council, clothed the organization with a legal status not enjoyed by the previous Citizens Preparedness Committee. Its present existence is a tribute to the untiring efforts and sacrifices of city officials, civic-minded organizations, and individuals. Embracing all departments of the city government, the American Red Cross, American Legion, numerous civic organizations, and utilities, it represents a coördinated force of man power and resources capable of immediate and effective action in times of emergency.

The mayor, as chairman of the executive committee, is vested with authority to declare the existence of an emergency and to order a general or partial mobilization of the emergency council. The council comprises the officers and personnel of the following fourteen specialized divisions: law and order, water,

fire, medical, streets, intelligence, transportation, personnel, communication, necessities of life, shelter, rehabilitation, and finance; the last five named are under the immediate supervision of the chairman of the Los Angeles chapter of the American Red Cross. Those divisions comprising the regular departments of the city government are immediately suggested by their titles.

The only salaried position provided for on the executive committee is the chairman of the intelligence division (director of coördination). He devotes his full time to the emergency council, keeping in constant touch with all members, conducting periodic mobilization tests and drills, and keeping all records and data up to date.

The personnel division is under the American Legion and veterans groups. On June 7th of this year the American Legion of Los Angeles City and County participated in a state-wide mobilization as a test for the personnel committee. In Los Angeles County alone about twelve thousand legionnaires were mobilized within three hours. When coördinated with the transportation and communication units it is apparent what an effectively mobile force this group could be.

The transportation unit is headed by the president of one of the local railway companies and coördinates the facilities of all the railroads, street-car companies, busses, taxicabs, aeroplanes and pilots, trucks, and steamship companies.

The communication unit likewise coördinates the facilities of all telephone, telegraph, radio, and messenger services, and constitutes one of the most important units in the organization as the speed with which information can be received at and disseminated from the general headquarters is essential to the success of the entire program.

Although never fully tested, the Major Disaster Emergency Council went into action during the floods of last March. To quote from a statement by the director of coördination, "practically all members of the executive committee reported either in person or by telephone, and stated that they were in constant touch with the members of their subcommittee and that the entire emergency set-up was standing by; that we might use all or any part of it as the need required."

Naturally weaknesses, now being corrected, were discovered, but the value of planning and organization had proven its worth. Reserve forces were secured promptly, outside facilities located quickly, supplies of food, clothing, and bedding were made immediately available and previously planned concentration or refugee camps were more than adequate to cope with the needs of the situation.

Additional California cities where preparedness plans have been established or are being developed include Riverside, San Bernardino, Santa Monica, Redondo, Manhattan Beach, Hermosa Beach, Long Beach, Alhambra, Burbank, and Oakland.

CITY MANAGER GIVEN AUTHORITY TO ACT

Recognizing the desirability of a high degree of flexibility in any plan of this nature, the Pasadena disaster plan provides that: "When, in the opinion of the city manager, any provision of the disaster preparedness plan herein contained shall be insufficient to meet any phase of the emergency it shall be his duty to dispose the forces at his command, in such manner, regardless of the provisions herein contained, that, in his opinion, will best serve the public need. . . ." This does not authorize a violation of federal, state, or local law. It does, however, clearly establish the authority necessary to meet the unpredictable aspects of any disaster.

The Pasadena plan provides for the declaration of the existence of an emergency to be made in the first instance by the board of directors, if it is in session, and if not by the city manager. If declared by the latter such declaration must be confirmed at the earliest possible time by a proclamation of the board of directors. The Los Angeles plan provides for a declaration to be made at the discretion of the mayor, the Berkeley plan in the first instance by the city manager.

FLOODS MENACE HARTFORD

Hartford, located in the Connecticut River valley, sustains a loss from floods of greater or less intensity in the spring and fall of each year.

The Hartford Disaster Emergency Committee was authorized by the Court of Common Council in March 1937. The mayor acts as chairman of the committee. The local Chamber of Commerce acts as secretary to the committee and as the agency through which information is collected and disseminated. Organization was made along lines which would afford the greatest of mutual coöperation and assistance between the local government and the American Red Cross.

Because of the constant recurrence of flood conditions in the Connecticut River valley the Hartford plan is greatly dependent on and operates in close coöperation with the Hartford office of the United States Weather Bureau. Flood data and bulletins issued by the bureau are distributed locally by the Hartford Official Flood Data Bureau under the control, direction, and operation of the mayor.

Similar to other set-ups the Hartford plan provides for the emergency organization of regular city departments on the one hand and that of civilian responsibility under the Red Cross on the other, with provision for the utilization of voluntary or supplementary aid wherever needed.

Pittsburgh, recently ravaged by flood waters, is considering a law authorizing the establishment of an emergency committee. Preliminary organization studies are being carried on at the present time.

In connection with local disaster emergency committees it might be well to stress the importance of the participation of state and federal agencies.

Disasters are not prone to respect geographical or political boundaries. Hardly ever does one occur, of any magnitude at all, whose repercussions are not felt nationally in one way or another.

In view of the active participation of such federal agencies as the army and navy, the coast guard, the United States Health Service, the CCC, etc., in disaster aid it would seem highly proper to propose the establishment of a permanent federal major disaster emergency committee, to function in the same manner and in close coöperation with local committees, to assemble disaster preparedness data on a national scale, and to coördinate the personnel and facilities of all federal agencies concerned with disaster relief.

Further, it is desirable that emergency committees both locally and nationally be encouraged and perpetuated. In spite of every preventive measure adopted we are never justified in believing ourselves immune to disasters. We shall always have them in some degree —we should be prepared.

Greenbelt, Maryland:

A Federally Planned Community[1]

New "garden city" off to a good start. Manager charter now in operation with constructive citizen activity behind it.

By CEDRIC LARSON
Library of Congress

THE history of Greenbelt, Maryland, goes back to April 30, 1935, when the President, by authority of the emergency relief act of 1935, established the Resettlement Administration. The primary purpose of the Resettlement Administration was to relieve distress in the rural regions of America at a time when about 1,500,000 farmers were on relief. Its field of endeavor fell into four main categories: land utilization, rural rehabilitation, rural resettlement, and suburban resettlement.

The division of suburban resettlement had as its major function the planning and construction of three suburban areas adjacent to congested metropolitan centers to demonstrate the practicability of scientific town planning, wise use of land, and mass production of dwelling units. Funds for building these towns were allotted under the works program.

The three towns were to be known as "greenbelt" communities because they were to be surrounded by a wide girdle of forest, park, and farm lands on their entire periphery to shut off encroachments of all types. About one hundred major cities were studied in detail from the standpoint of steady growth, sound economic basis, adequate wage levels, and housing needs. Washington, D. C., Cincinnati, and Milwaukee were at length selected as those which most satisfactorily met the criteria laid down. The community adjacent to Washington was to be known as Greenbelt, that near Cincinnati as Greenhills, and the one outside of Milwaukee as Greendale. The present study is concerned only with the Greenbelt, Maryland, project, which is far in advance of the others in completion. The builders of Greenbelt have been in a sense trail-blazers for there were no previous patterns of low-cost greenbelt towns in America.[2]

Greenbelt is located about thirteen miles from the heart of Washington, lying northeast of the District, about two and a half miles from the Washington-Baltimore superhighway.

Immediately on its creation, the Resettlement Administration went forward with the acquisition of the land for the new venture and shortly obtained from private owners some 176 parcels of land, representing a total acreage of 12,259 at an aggregate cost of $1,124,480, an average of about $91.73 per acre. Farms purchased were for the most part submarginal land which lay toward the

[1]Acknowledgment is due Roy S. Braden, town manager at Greenbelt, Maryland, for his coöperation in the preparation of this study.

[2]Perhaps the nearest approach to greenbelt towns prior to the creation of Greenbelt, Greenhills, and Greendale were the so-called "garden cities" of England, such as Letchworth and Welwyn, examples of what the English term "city building." The garden city was conceived by an Englishman, Ebenezer Howard, shortly before the turn of the century. The two above-named cities, in which are interblended country and city life, have been operating successfully in England for a score of years for low-income groups. The first "garden town" in America, Radburn, New Jersey, carried out many of Howard's principles.

northeast of the District of Columbia.

The site, however, has many compensating values to offer in lieu of richness of the land. The transportation facilities are good; the topography offers good building sites and natural park areas; it lies out of the line of march of the expensive suburban development of Washington which seems to follow a northwesterly direction; and the proximity of the Greenbelt demonstration to the National Agricultural Research Center affords protection along one-third of the project's periphery.

As for the 12,259 acres comprising the Greenbelt demonstration, it was recommended that 8,659 acres be put under the jurisdiction of bureaus within the Department of Agriculture, leaving 3,600 acres for Greenbelt development. Of these 3,600 acres, 967 were to be set aside for the social and economic needs of the community as follows:

217 acres of good buildable land for dwelling units and community facilities
500 acres adjacent to community reserved for future expansion
250 acres lying in a valley-like area enclosed in the town's crescent shape for recreation.

The following use will be made of the remaining 2,633 acres:

157 acres devoted to small farm units
276 acres assigned as pasturage for town dairy
400 acres set aside for woodland and forest
80 acres of wasted land to be reforested
107 acres for allotment gardens
1,593 acres to form the outer greenbelt and for recreational use
20 acres for community school purposes.

The high elevation on which the community is erected has a natural horseshoe formation, the open end of which faces the southwest, the point of the prevailing breeze in summertime when this region is generally visited by severe heat.

Work on the project was undertaken in October 1935, after careful planning by housing experts.[3] The Greenbelt project was essentially a work relief job, since the relief act was the reservoir from which funds came to build the town. It was therefore necessary to plan the construction of Greenbelt in terms of human need rather than in terms of efficiency. Generally speaking, relief labor was found to be about 20 per cent substandard. The project absorbed all on the relief rolls and many of the unemployed from four Maryland counties—Prince Georges (in which the project is located), Anne Arundel, Montgomery, and Howard.

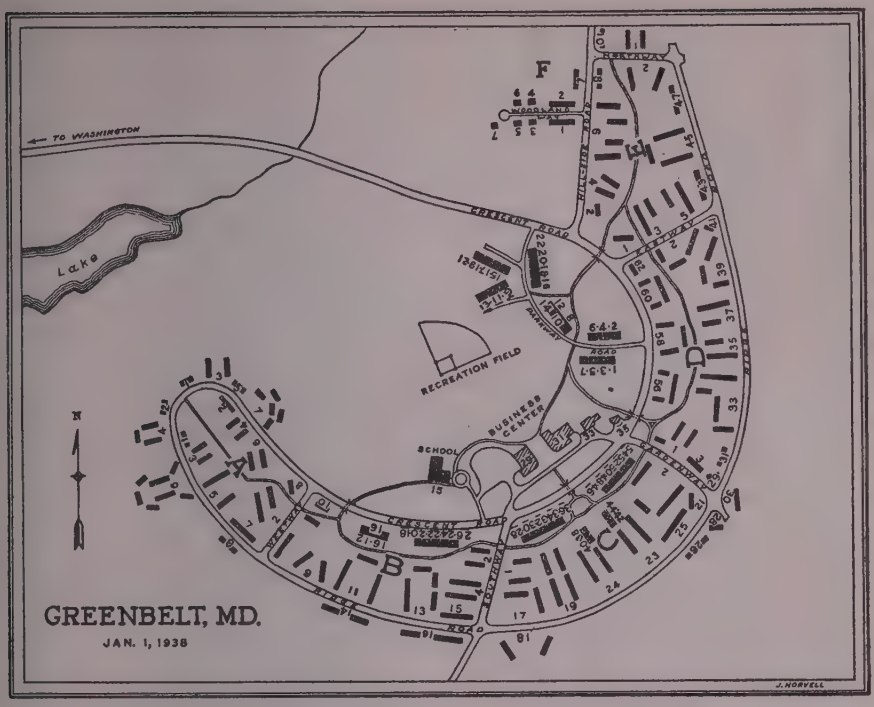
The town was under construction for about twenty-three months and the entire project will total about $14,000,000.

HOUSES AND TOWN PLAN

The plans for Greenbelt looked ahead to providing housing facilities for some three thousand families. The first third of this program only is comprehended in the present housing construction, although the basic utilities, streets, and other improvements have been planned for three thousand units (or twelve thousand people).

The basic areas for Greenbelt community are known as "superblocks," which vary in size from fifteen to twenty acres, each containing ninety to one hundred and twenty homes. This

[3]The persons actively responsible for the physical construction and planning of Greenbelt were John S. Lansill, assistant administrator of the Resettlement Administration and director of the Division of Suburban Resettlement; Wallace Richards, executive officer in charge; Hale Walker, town planner; Reginald J. Wadsworth and Douglas D. Ellington, principal architects; Harold Bursley, engineering designer.



neighborhood unit, or superblock, differs from the traditional city block in that the pleasure sides of the homes face the parks and the service sides face the street. At present there are five such superblocks, A, B, C, D, and E.

No sidewalks parallel the service roads or streets, but circulate through the play areas, and pedestrian underpasses (costing about $5,000 each) at intersections reduce traffic hazards to a minimum.

The grouping of the houses was decided by a variety of factors, such as tree location, slope of the land, orientation to gain the maximum prevailing breezes, avoidance of monotony, but especially by the savings afforded by the superblock pattern in service roads, sidewalks, and utilities.

The superblock renders a density of about seven families per acre, giving the row house dwellers a freedom much greater than the average community of single houses.

Present plans call for some 306 apartment units and 646 row dwelling units, and there are to be about fifty small farm units.

Two main types of houses were erected. The first is the brick veneer with pitched roof, while the second is the cinderblock with flat roof. Dwelling units vary in size from one-, two-, and three-room accommodations in multi-family buildings to three, four, five, and six rooms in the row units. The average unit has four and a quarter rooms. All the houses are well insulated.

A word or two might be said for individual costs per dwelling unit. Although some $14,000,000 is being spent on Greenbelt proper, an equitable amount charged to the community proper should not run above

$10,000,000 at the outside. This would seem to indicate a per dwelling unit investment of $10,000. However, since the outlay looked for three thousand dwelling units eventually, the future erection of two thousand more dwelling units would reduce the per dwelling unit average at present perhaps by one-half.

UTILITIES AND PUBLIC BUILDINGS

The community has been provided with sewage mains and disposal plant, water tower and standpipe, water mains, an electric distribution system, oil storage supply tanks, parks and playgrounds, athletic facilities for a variety of sports, business center buildings, an elementary school and community center, and a high school. The grade school is a community-center school, and serves as the focal point of all types of civic activities from church services to recreational programs. It was built at a cost of about $500,000 and is designed to accommodate 750 pupils. The high school is situated at a corner of the project so as to service families living outside of the Greenbelt demonstration but within the high school district. Designed to accommodate 350 pupils, it was begun in the spring of 1937 and completed ten months later at a cost of $142,000. It was built by the federal government through a private contractor.

The source of the water supply of Greenbelt is the Washington Suburban Sanitary Commission, a quasi-public, non-profit organization designed to serve the area in Maryland which contains the Greenbelt region. Water services are metered, with an average monthly cost per family of $1.25. The annual community cost for water is estimated around $15,000.

Electric power is furnished by the Potomac Electric Power Company which services the District of Columbia. An agreement was reached between the Resettlement Administration and the power company putting the electrical power on a basis equivalent to a commercial enterprise. The monthly consumption is about two hundred kilowatts for an average family, costing $4.00 for all purposes (cooking, refrigeration, light, radio, etc.). The total community electric bill will be about $48,000 per annum.

Each row of houses as well as each apartment has an oil burner, which provides heat and also hot water. Each group of dwellings has its own oil storage tank connected by pipe-line to the garage compound. The community owns storage tanks and distributing trucks, buying oil in tank car lots delivered to the railroad siding. The cost of heating all units amounts to about $42.00 per year per family which is included in rentals.

This brings the annual community bill for electricity, water, and heat to about $105,462 or an average monthly utility cost per family of $8.75.

RENTALS AND TENANTS

The problem of rentals was a fundamental one at Greenbelt. To start with, it was felt that as a sort of guiding principle, rentals should never exceed one-fourth of the total income of the tenant.

Since the Greenbelt project was designed for the low-income group it was necessary to set a fixed upper and lower limit of annual wages for those eligible to come into the project. These extremes were set at $1,200 and $2,400 respectively. Permissible income ranges are fixed for families of varying size, for instance, a family of two would be eligible if its income were between $1,200 and $1,600, while a family of six would be eligible only if its income were between $1,800 and $2,400. The actual rent range is from $18.00

to $41.00 per month, the median rental being $31.23, which includes heating of the dwelling unit and heating of water. (Electricity and water are metered services and billed accordingly.) The houses which rent for $39 to $41 have seven rooms.

By the end of September 1937, the town was ready for occupancy in certain rows of dwellings. The family selection committee had some 12,000 applications on file from which selections were made.

Tenants were chosen from the area of metropolitan Washington, which includes the District of Columbia, Alexandria City, Arlington County, and a portion of Fairfax County, in Virginia, and Prince Georges County and Montgomery County in Maryland. The percentage of federal employees admitted was to correspond roughly to the percentage of government workers in the metropolitan region of Washington. Negroes were not admitted as residents, since they have their own low-cost housing project in Northeast Washington, in an area within the District, called Langston Terraces.

The "first resettlers" moved to the project September 30, 1937, and have come in a steady stream ever since until at this writing there are about 650 families.

Greenbelt is a community of young people as the average adult age is about thirty-one years.

MANAGER CHARTER GRANTED

In April 1937, in anticipation of the formal opening of the community, the Maryland legislature passed an act which instituted Greenbelt as the initial incorporated municipality in that state with the city manager form of government. Under the terms of the charter, residents are citizens of the town and of the county of Prince Georges and the state of Maryland. They will be governed by the same rules governing voting privileges as exist for the state of Maryland as a whole.

The charter contains some points worth noting. By and large, the Greenbelt city manager plan is the same as that already in effect in nearly five hundred cities and towns throughout the United States today. There is a clear separation of legislative and executive functions. The voters elect a council of five members which appoints, and has power to remove, a city manager who is charged with responsibility for the execution of policies established by the council. The council also selects one of its own members as mayor who serves as the titular head of the town.

Councilmen may not interfere in the appointment or removal of any officer or employee of the town government. Such attempts are misdemeanors. No councilman during his term of office can be appointed to any office or position in the town government. No employee of the town can continue in such capacity after becoming a candidate for nomination or election to public office.

The town manager maintains full control over the appointment of municipal employees and may remove such employees at his discretion. The manager, under the terms of the charter, may also act as housing manager.

From twelve nominees, five members of the first council were elected on November 23, 1937, in a no-pledge, nonpartisan campaign. Those who had lived in Greenbelt as of November 13th were eligible to vote if citizens, and out of 290 eligibles, 276 cast ballots.

At its first official meeting on November 29th the council elected Louis Bessemer as mayor and Roy S. Braden, community manager of the Farm Security Administration, was appointed town manager. The council has set up committees from time to time to study various problems which have arisen.

So far, the problem of crime and courts has been virtually non-existent.

FINANCES

The first council has had the problem of adjustment of financial details between the Farm Security Administration (successor to the Resettlement Administration) and the municipal government. Due to the peculiar property situation, wherein the federal government owns the land, the bulk of the town funds is obtained by petitioning the FSA for funds "in lieu of taxation."

When the federal government entered the housing field the matter of taxation presented a very complicated question. Broadly speaking, this has been solved by a process known as "federal payments in lieu" of taxes. That is to say, since a local or state government cannot tax property of the United States, federal authorities, in coöperation with local authorities, work out some form of equitable scheme wherein is calculated the rate the housing development would probably pay if it were in the hands of private taxpayers, and a sum of money equivalent to this amount is paid by the federal government to the local and state treasuries in lieu of the customary tax levy. The federal government of course gets the moneys for such disbursements from the rents and revenues collected from such projects.[4]

A space of some years will probably elapse before the tax rate—so called—can be forecast with scientific accuracy, that is to say, until Greenbelt becomes a more or less stable community. However, early costs were estimated as follows: municipal, $45,000—to raise this revenue it would be necessary to have an assessed valuation of $4,500,000 with a rate of $1.00 per $100 valuation; county government, $56,250—the prevailing rate in Prince Georges County is $1.25 per $100 assessed valuation as above; state government, $9,900—to be raised by a rate of $.22 on the $100 valuation (state prevailing rate of taxation) at the assessment set forth under the above-listed municipal valuation. This would involve a total taxation of some $111,150 or a rate of about $2.47 on the $100 valuation. This figure excludes taxation on commercial developments but this could be met by taxing the income from these sources.

Council adopted the following municipal budget for the fiscal year 1938:

Administration (council, city manager, treasurer, etc.)	$7,100
Department of Public Safety	11,200
Department of Health	4,800
Department of Public Works	20,560
Department of Sanitation	15,210
Miscellaneous (5 per cent of all expenditures)	2,943
Total	$61,813

This budget, of course, is for the limited number of persons now occupying the community and may be expected to grow as the population of the town increases.

Greenbelt's town government is not yet a year old and it will undoubtedly be refined and changed in detail as the city grows in population and age. Present municipal services provide for auditing and control of accounts, police and fire departments, garbage collection and disposal, operation of sewage system and disposal plant, street lighting, and the construction and maintenance of roads.

CIVIC ACTIVITIES

Some of the high lights and chief societies founded may be touched upon. These are significant factors in tracing the growth of the city from "scratch."

[4]For a detailed discussion of this whole problem see Leo Day Woodworth, "Federal Payments in Lieu," *Bulletin of the National Tax Association,* XXII, no. 4 (Jan. 1937), 115-120.

On November 9, 1937, Greenbelt citizens met for the first time, a gathering out of which ultimately grew the Greenbelt Citizens' Association. The by-laws of this association state that the "object shall be to promote efficiency in the Greenbelt government, education in citizenship, needed legislation, and to provide for the general welfare of the residents of Greenbelt." Any adult of Greenbelt is eligible for membership upon payment of a small sum for annual dues. Officers are elected by a system of preferential voting. The association meets monthly and functions largely as a town meeting.

The coöperative movement has been strongly stressed in Greenbelt. In August 1937 the Consumer Distribution Corporation, founded by the late Edward A. Filene, leased from the government the business center of the community, with the stipulation that it would eventually assign the lease and hand over ownership of the established businesses to a coöperative. Prior to this time all earnings over expenses were to be returned to the residents or held in trust for the coöperative when instituted. In May of this year a coöperative organizing committee of Greenbelt citizens was actively engaged in studying the problem of taking over the coöperative from the Filene corporation. Estimates placed the community patronage of the store at between 55 per cent and 60 per cent of all money spent by Greenbelt families for groceries.

Both the elementary school and the high school have school coöperatives in which enterprises all the students participate.

A number of well attended, weekly civic forums were held during the past winter, with nationally known speakers on current topics. Two mothers' clubs were founded, one the School-Age Mothers and the other the Pre-School-Age Mothers' Club, which coöperate with one another and with the school teachers in their respective programs.

The Greenbelt Journalistic Club, formed early in November 1937, sponsored a weekly mimeographed newssheet service called the *Greenbelt Coöperator,* which appears weekly.

In November 1937 the World War veterans residing in Greenbelt got together and organized a local post of the American Legion which has been active in community affairs.

Numerous other organizations attest the high degree of cultural life in Greenbelt: a ladies' bridge club, a camera club, an athletic club for men and women, a parent-teachers' association, a hobby club, a dramatic society, and similar organizations.

Church services were first held in Greenbelt on November 14th in the assembly room of the elementary school. The Committee on Comity of the Washington Federation of Churches has assisted in supplying a pastor for every Sunday. A full-time minister has been secured starting with last June and residents look forward to the erection of an interdenominational community church.

A Greenbelt Federal Credit Union was established on December 22, 1937, with twenty-seven charter members. By the middle of April 1938 its capital totalled about $3,000 and it had made forty-seven loans. A loan of $50 may be obtained without collateral or cosigners and the rate of interest is 1 per cent per month, or 12 per cent per annum.

The problem of community health has been a very perplexing and urgent one. In January of this year, citizens voted unanimously in favor of a plan for coöperative medicine. A committee of seven was ultimately chosen to study the matter and make recommendations. A group health plan was at length decided upon which would bring

a full-time doctor to the community. The Greenbelt Health Association started functioning April 1, 1938, with the opening of a health center. About 150 residents are members of the association; the membership fee is $5.00, with monthly dues of $1.50 for an individual and $2.00 for a man and wife and up to three children under eighteen years of age. The association secured a doctor who now resides in the community and whose services are available to members and to non-members.

In January there was undertaken a private development on the Greenbelt properties known as Parkbelt Homes, Inc., a limited dividend corporation, conceived and developed by General Houses, Inc., of Chicago, a home development company selling prefabricated houses. This corporation leased a small portion of land for ninety-eight years from the Farm Security Administration in the woodland area of Greenbelt adjacent to the fifth and last superblock. Parkbelt Homes is described as "essentially a small exclusive coöperative" which offered certain financial and management advantages to ten selected families. The homes are individual units designed to be sold for about $5,500 with a small down payment and amortization of the balance over a long period of years. No income restrictions are placed on the occupants, who enjoy all the privileges of Greenbelt citizens.

The transportation problem at Greenbelt has been an important one. Bus service was commenced during the winter of 1938, but trips were made at a loss due to lack of patronage. The Capital Transit Company which operates the busses found the cost of a round trip to Washington from Greenbelt was $5.00. A weekly commutation ticket can be secured for $1.75 which is good for all transportation within the District of Columbia on CTC busses and street cars as well as to and from Greenbelt. The CTC demanded a minimum of 6 per cent per annum return on its investment, along with an annual 14.2 per cent reserve for depreciation. Under its contract with the CTC the Farm Security Administration must make good the losses entailed in bus operation. This loss in April was about $800, which the FSA was obliged to pay, and money for the purpose was diverted from library, recreational, and adult educational programs. It is hoped that eventually, as the town fills up and there are more passengers, the bus service will pay for itself and show a profit.

Just what the future of Greenbelt will be is somewhat in the province of conjecture. Unless unforeseen events interfere, the present town of about one thousand units should enjoy a steady and prosperous growth. Whether or not two thousand additional dwelling units will be erected is dependent entirely upon the will of Congress. If the present Greenbelt demonstration project proves a success, probably the additional dwelling units will become a reality within a decade and the Greenbelt of 1948 will show a population of 15,000 or 20,000. As explained at the outset of this study, the federal government controls some 25,000 acres in this area with ample room to develop two or three additional cells of about three thousand units each with plenty of space for park, playground, and other facilities. If centralization of government in Washington during the next twenty years keeps pace with the last twenty, it will mean a tremendous suburban expansion for the metropolitan area of Washington, and perhaps the greater Greenbelt of 1960 will have a population of 50,000. With such a construction program there would scarcely be any relief or unemployment problem in the neighboring Maryland counties for years to come.

The P. R. Elections in Ireland

By JOHN H. HUMPHREYS

Secretary of the British Proportional Representation Society

"Ye'd wonder what's wrong wid the nation!
The way the elections was done
Was proportional reprisintation—
An' in consiquince iverywan won."
—Punch

THE Irish general election held under proportional representation has given the following result for the contested seats:

Party	*Votes*	*Seats*	*Votes per Seat*
Fianna Fail	668,000	72	9,300
Fine Gael	428,000	43	9,900
Labour	129,000	9	14,300
Independents	61,000	7	8,700

Mr. de Valera's party polled a majority of the votes and secured a majority of the seats, one seat for every 9,300 votes. Mr. Cosgrave's party, though defeated, will have a full share of representation, with one seat for every 9,900 votes. Labour contested many areas, but only in nine areas did its candidates poll the proportion of votes requisite to win a seat. The leaders of all three parties were returned.

The invalid ballot papers numbered 1.25 per cent of the whole. The country was divided into constituencies electing from three to seven members each, with about 10,000 voters per member. The average time taken for the count was about two days.

What would have happened without P.R.? Labour would have lost all representation; perhaps one independent might have been returned; Fine Gael would possibly have been so reduced in numbers as to be an ineffective force; Mr. Cosgrave might have been defeated.

The difference in result between P.R. and the British system may be well illustrated by comparing the west of Ireland, where Mr. de Valera has a majority in every county, with the south of England, where the Conservatives have a majority in every county. The figures for contested seats in the seven counties from Donegal to Kerry (Donegal, Galway, Leitrim, Sligo, Clare, Limerick, Kerry) were:

Party	*Votes*	*Seats*
Fianna Fail	182,030	20
Fine Gael	89,204	9
Labour	23,442	1
Independents	13,371	2

In no county did the majority monopolize representation. The Cosgrave minority elected a representative in each. There were only two independent candidates, Mr. Burke, a farmer in Clare, and Major Myles, representing the old Unionists in Donegal. Both were elected, for each of these minorities had a substantial backing. In Limerick the Labour minority was strong enough to elect its representative.

In southern England (the eleven counties south of the Thames and Severn) the single-member constituency system gave the following result:

Party	*Votes*	*Seats*
Government	2,068,323	77
Labour	836,573	0
Liberal	320,307	2

The British system if applied in Eire would have given a grossly unfair result there also.

AN INFLUENCE ON IRISH HISTORY

Fairness in representation has left its mark on the history of Eire. It was first applied in 1922 after the signing of the treaty. There was intense bitterness, intimidation, the first mutterings of civil war. The use of P.R. had impor-

tant consequences. The right to express preferences between pro-treaty and anti-treaty candidates enabled the electors to defeat the interparty pact for a controlled election. The preferences showed a two-to-one majority for the treaty. This provided the requisite authority for the constructive work of the Cosgrave government, which lasted ten years. But P.R. gave fair representation to the defeated party, and Mr. de Valera has steadily gained in popular support, until he now commands a majority. In this election, as in the first, P.R. has given fair representation to the defeated party, this time that of Mr. Cosgrave. Under P.R. Eire has progressed from civil war arising out of Anglo-Irish relations to an Anglo-Irish agreement endorsed by all parties.

Ireland, in its steady use of P.R., has made a valuable contribution to the art of democratic government. Will Ireland make a further contribution? Mr. Lemass, a member of the government, said, after being elected, "the interests of the country demand that the Dail should become a real council of public representatives working for the common weal"; and there has been increasing talk in Ireland of coöperation in the tasks of government. To pass from civil war to coöperation in national government would be a great step, and a beacon-light for countries in Europe where civil war exists or threatens.

Some Irish Comments on P. R.

MR. DE VALERA in his campaign emphasized what he considered the importance of a good working majority for one party, which he thought might be difficult to obtain under P. R., as the last two elections had given his party a bare half of the members. He expressed his dislike for coalition government and said that if the proportional representation of all parties made such a government necessary, he might think it necessary to submit a change in election methods to the electorate. His attitude toward P. R. in case this problem did not arise—as it did not—is indicated in the following quotations.

Report of campaign speech at Clones by Prime Minister Eamon de Valera in the *Irish Times* of May 30, 1938: "He had always supported the principle of P. R. and would continue to support it until it proved to be unworkable."

Report of campaign speech at Rathluirc by Mr. de Valera, *Irish Press,* June 6, 1938: " 'My attitude toward P. R. ought to be pretty well known. As leader of Sinn Fein at the time it was first introduced I said that, although it was introduced as a weapon against Sinn Fein, we welcomed it and were very anxious that no section should be prevented from having representation.'

"There was nothing driving him towards ending P. R., as far as his principles and feelings are concerned, but good sound government was more important than all that, and if it should happen that P. R. proves in the long run to be destructive of stable and sound government then the people will have to consider which they think best. If it should happen that sound government is not possible with P. R., the people will have to seriously consider how they are going to make sound government consistent with P. R. or else get rid of P. R."

MR. COSGRAVE

The election manifesto of Fine Gael appealed for help "to see that proportional representation is not abolished to make way for a party dictatorship."

Former Prime Minister William Cos-

grave, leader of Fine Gael, in a campaign speech at Dunmanway reported in the *Irish Times* of June 4, 1938: "We had a constitution in this country which lasted about fifteen years. One of the things in it, on which there was general agreement between the parties, was that the system of parliamentary representation should be by proportional representation. That is in the new constitution."

Mr. Cosgrave in a campaign speech at Tipperary as reported in *Cork Examiner,* June 7, 1938: "Fine Gael, which had stood for proportional representation for the best part of twenty years, would continue to stand for it."

LABOR

Manifesto of the Irish Labor Party, *Irish Press,* June 7, 1938: "The Labour party believe that proportional representation is an eminently fair method of selecting the members of the Dail and of other public bodies and will strive to preserve it."

EDITORIALS

Irish Times, Editorial, June 3, 1938: "P. R. has been a success ever since the twenty-six counties became an independent state. It is true that no single party, since Fianna Fail entered Dail Eireann in 1927, has enjoyed a commanding majority, but the country's administration has been none the worse on that account.

"Proportional representation has been Southern Ireland's answer to all hostile criticism during sixteen years. As a result of it minorities have obtained seats in Parliament which they would not have had a hope of obtaining under the block vote system. That fact alone contributed greatly to the excellent impression which the Irish Free State made upon the world during its early years; it served to reassure thousands of Irish people—who might have feared victimization—of their new rulers' good intentions; it has redounded almost beyond measure, as we believe, to the security and credit of this country. The need of it is as strong today as ever. Several independent members who obtained seats in the late Dail Eireann never would have reached Leinster House under any other system than 'P. R.'—and those include deputies who have contributed far more than an average share of intelligence to the Dail's proceedings.

"He [Mr. de Valera] may be satisfied genuinely that the task of government with a small majority is too arduous, but to sacrifice 'P. R.' is to cure a little evil at the expense of a great good. If 'stable' government is essential, there are many remedies for instability which are better worthy of his attention. The sanest solution would be something on the lines of 'National' government."

Irish Times, Editorial, June 7, 1938: "He [the Premier] aroused a hornet's nest when he hinted at the abolition of P. R."

Cork Examiner, Editorial, June 3, 1938: "It [P. R.] admittedly provided, and provides, a safety-valve in a country of volatile politicians. And, outside of all that, any attack on the proportional system demonstrates appalling inconsistency, not only by political leaders and their followers but by the public who take any interest in politics. A stock complaint on the side of the Nationalists of the north, and that of their sympathizers in the south, is the abolition of the proportional system by the Craigavon government of Belfast. That, coupled with the jerrymandering of constituencies, deprived the northern Nationalists of fair representation in the Parliament and in the local authorities of Northern Ireland. If the abolition of the system, ostensibly in the interest of 'strong government,' was a bad thing in itself for one

part of Ireland, it cannot be a good thing in the other part."

Irish Independent, Editorial, June 8, 1938: "Apart from this issue of Dail Eireann's supremacy, the other questions before the electorate are few, but important. One is the proposal of Fianna Fail to abolish proportional representation, as Lord Craigavon has done in the six counties, and for the same reason—namely, to wipe out the representation of minorities and reduce Parliament to a mere institution for giving legislative effect to the decisions of one political party. We doubt if this proposal is in accord with the Irishman's notion of democracy and fair play."

CANON LUCE

Canon A. A. Luce, Professor of Moral Philosophy at Trinity College, Dublin, letter published in the *Irish Times,* June 23, 1938: "I troubled you with a letter in defence of 'P. R.' when that system was threatened some years ago from the side of Fine Gael. May I do so again, now that the same question has been raised in the opposite camp?

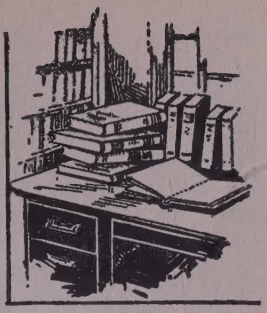
"On the former occasion the event proved that the threat was due to a vague and passing feeling of dissatisfaction, and not to any permanent or reasoned objection to the system. It would be a thousand pities if the other great party, in a fit of impatience, were to scrap this well tested instrument of enlightened democracy, an instrument to which we all, irrespective of creed, class, and party, owe far more than we sometimes realize, and which can do for our children what it has done for us.

"P. R. has been a healing force in our midst. Old political feuds are dying; public spirit is replacing faction. Our elections are well conducted. The voice of reason is heard, and the gun is silent. P. R. deserves much of the credit, for P. R. produces contented and loyal minorities, whereas the other system breeds muzzled, sullen, discontented minorities, predisposed to doctrines of violence.

"P. R. has been a unifying force, and unity is strength. The other system antagonizes majority and minority, accentuates the differences between them, and, therefore, weakens both. How, then, can some say that P. R. fails to give strong governance? A contented minority is a strength to the majority, while a discontented minority and a bullying majority are a weakness to the whole body politic. Surely those who accuse P..R. of making for weak governments are confusing the strength of authority, based on political consent, with the brute strength of *force majeure. . .*

"Since the establishment of the Free State we have lived under several administrations, every one of them elected by P. R. Every one of them has been a strong government, judged by the true test of strength. Their legislative output has been large, yet most of the grave measures have been carried by the slenderest majority. The scale only just turned, but there was consent behind it, and whether we approved or disapproved, we all accepted the decisions loyally and cheerfully and made them our own; for we have been able to say to ourselves: 'It is the will of the people, ascertained under the fairest electoral system ever devised by the wit of man.' We shall not be able to say that if P. R. goes, the feeling of enforced submission will banish the freeman's feeling of glad consent to the law which he, through his representative, has helped to make. A government with a majority of six under P. R. is infinitely stronger than a government with a majority of sixty elected otherwise."

Recent Books Reviewed



EDITED BY ELSIE S. PARKER

TAXATION AND FINANCE

Tax Systems of the World (seventh edition). By Tax Research Foundation. Chicago and New York City, Commerce Clearing House, Inc., 420 pp. $8.75.

This large and comprehensive volume presents a collection of the essential facts and data about the tax systems of the federal government and its possessions, each of the forty-eight states and the District of Columbia, and more than sixty principal foreign jurisdictions throughout the world. Set forth are the base, rate, collection, and administration of the various taxes levied, as well as a wealth of related factual information. Full effect has been given to the new tax laws, rates, etc., enacted by the sixty-six sessions of the forty-eight state legislatures meeting in 1937.

Charts cover national, state or provincial, and local tax revenues, tax burdens as measured by ratio of taxes to national income, growth of debts and expenditures, political systems, budget systems, economic data, and other pertinent facts and figures. Also included are model tax charts, summarizing replies of specialists in taxation and public finance to a questionnaire soliciting the essential factors of the "ideal" tax system.

The volume was prepared under the direction of the New York State Tax Commission with the collaboration of three hundred tax authorities in this country and abroad.

Tennessee Tax Handbook. By Fred R. Young and Julian Bland. Kingsport, Tennessee, Southern Publishers, Inc., 1938. vi, 1,393 pp. $7.50.

This manual sets forth the text of each tax law in a chapter by itself, accompanied by information on the history of the law, the specific rules and regulations developed to date, pertinent comment with respect to the law, and the Supreme Court decisions affecting it (verbatim). It is well illustrated with charts, diagrams, forms, etc., and presents a complete and useful compendium for taxpayers, their representatives, and state and local officials. Included in the volume are the state constitution, the reorganization act of 1937, a table of comparative revenues for 1936-37, and a chart showing the recently reorganized Department of Finance and Taxation.

Financial Statistics of Cities, 1936. Prepared under the supervision of C. E. Rightor, Chief Statistician for Financial Statistics of States and Cities, Bureau of the Census. Washington, D. C., United States Government Printing Office, 1938. 212 pp. Seventy cents.

This is the annual report of the Bureau of the Census setting forth, for the year 1936, the financial transactions of the ninety-four cities having an estimated population of over a hundred thousand. Included are statements on receipts and expenditures, assessed valuation of taxable property, the amount of taxes levied, indebtedness, and specified assets at the close of the year.

Cost of Government in the United States, 1935-1937. By Lewis H. Kimmel. New York City. National Industrial Conference Board, Inc., 1938. xv, 163 pp. $3.50.

This study is the thirteenth in the Conference Board's series on the cost of government. It covers governmental expenditures, tax collections, the federal deficit, public debt, and social security finances. The present volume is the first to discuss the latter sub-

ject. According to the figures set forth, the combined expenditures of all governments in the country reached a new peace-time peak in 1936. Tax collections for the same year exceeded the previous all-time maximum of 1930. The public debt trend has also been upward.

The Administration of Canadian Conditional Grants. By Luella Gettys. Chicago, Public Administration Service, 1938. 193 pp. $2.75.

This study, issued as volume III of studies in administration by the Committee on Public Administration of the Social Science Research Council, is the first attempt to systematize and analyze data pertaining to Canadian conditional grants. The administrative aspects of dominion-provincial relationships is emphasized, but sufficient descriptive detail of the activities aided is included to give the material the greatest possible utility. The history of each of the conditional grants made to the provinces by the dominion is reviewed and an analysis made of experience under each.

The Kansas Retail Sales Tax Fund. Topeka, Research Department, Kansas Legislative Council, 1938. 20 pp. mimeo.

A statement of collection experience under the sales, compensating, and beer taxes; estimated receipts to retail sales tax fund through May 2, 1938; and distribution of residue to the counties. It was prepared in coöperation with the Retail Sales Tax Department of the Kansas State Tax Commission for submission to the 1938 special session of the Kansas legislature.

Financial Reports of Municipalities. By The Uniform Accounting Committee. San Francisco, League of California Municipalities, 1938. 133 pp. $2.50.

Tentative outline of a financial report as suggested for the use of California cities.

Concentration of State Tax Administration. Prepared for Committee on Municipal Government and Fees and Salaries. Topeka, Kansas, Research Department, Kansas Legislative Council, 1938. 20 pp. mimeo.

A preliminary report surveying the decentralized system of state tax administration in Kansas and possibilities for reorganization as shown by concentrated systems in other states.

The Undistributed Profits Tax. By M. Slade Kendrick. Washington, D. C., The Brookings Institution, 1937. 108 pp. Fifty cents.

This study reaches the conclusion "unequivocally" that the undistributed profits tax should be repealed. In the author's opinion the arguments in its favor do not "in the light of analysis, weigh heavily as against the adverse effects of the tax in other ways."

Accounting Manual for Texas Cities and Towns. Chicago, Municipal Finance Officers Association of the United States and Canada, 1938. 101 pp. $1.25.

Prepared by the Municipal Finance Officers Association for its Texas chapter and for the League of Texas Municipalities.

The Organization and Methods of the Department of Assessment in Rochester, New York. Rochester, Bureau of Municipal Research, Inc., 1937. 78 pp. mimeo.

A report to the city manager on the administration of the Department of Assessment, disclosing the extent to which assessing has been standardized, the degree of equity secured, and the need for change in technical and administrative procedure.

A Report on Real Property Assessments in Philadelphia. By Karl Scholz. Philadelphia, Institute of Local and State Government, University of Pennsylvania, 1937. 44 pp. mimeo.

CIVIL SERVICE

Training for the Public Service Occupations, 1937. By Jerry R. Hawke. Washington, D. C., United States Department of the Interior, Office of Education, 1938. 82 pp. Twenty cents. (Apply to Superintendent of Documents, Washington, D. C.)

This bulletin reviews what has already been accomplished along the lines of training for public service occupations; explains the provisions of the George-Deen act as they relate to the promotion of vocational education; sets up a procedure which experience has shown to be successful in planning and

developing training programs; and demonstrates how the services of federal, state and local trade and industrial education agencies may be enlisted in the organization of vocational training programs for public service occupations.

The Administration of Personnel in Correctional Institutions in New York State. By D. Ross Pugmire. New York City, Bureau of Publications, Teachers College, Columbia University, 1937. viii, 182 pp. $2.10.

The personnel of five correctional institutions in New York State has been made the basis of this study. Selection, induction, in-service training, health and conditions of work, leave and vacations, salaries, tenure, and retirement are investigated by the central office of the State Department of Correction. The study emphasizes the importance in an educational program of the kind of personnel engaged and stresses the necessity of having a system of personnel administration which will enlist and retain the services of those especially qualified for the work.

Facts and Fallacies about Position-Classification. By Ismar Baruch. Chicago, Civil Service Assembly of the United States and Canada, 1937. 25 pp. Twenty-five cents.

A discussion of some of the problems involved in a correct understanding of "position-classification."

Employee-Maintenance by Erie County, New York. Buffalo, New York, Municipal Research Bureau, Inc., 1938. 11 pp. mimeo. Twenty-five cents.

Some three hundred persons on the Erie County payroll receive some part of what is called "maintenance" as part of their compensation. This study reaches the conclusion that "there is only one way to place maintenance under control, namely: to require that it be paid for in cash or by a charge against the cash salary of the employee," such salary to be increased by the amount of maintenance the employee involved is entitled to receive. Other recommendations set forth the details for carrying out such a plan.

The German Civil Service Act. By James K. Pollock and Alfred V. Boerner, Jr. Chicago, Civil Service Assembly of the United States and Canada, 1938. 54 pp. $1.75.

A translation of the German civil service act of 1937 with selections from the national service disciplinary code and salary schedules.

POLICEMEN AND FIREMEN

Traffic Engineering and the Police. By Harold F. Hammond and Franklin M. Kreml. New York City, National Conservation Bureau, and Evanston, Illinois, Safety Division, International Association of Chiefs of Police, 1938. 92 pp. Forty cents.

A handbook dealing with elementary traffic engineering techniques designed to reduce traffic accidents and congestion through the control of physical hazards.

Compensation, Conditions of Employment, and Retirement Benefits of Policemen and Firemen in the City of New York and in 292 Other Cities in the United States. New York City, Citizens Budget Commission, Inc., 1938. 63 pp. One dollar.

As a result of a survey made by the Citizens Budget Commission, much enlightening information has been collected which, in the commission's judgment, should be useful in consideration of future legislation with respect to the uniformed forces of the City of New York.

A Manual for Municipal Volunteer Fire Departments in Wisconsin. Madison, Wisconsin, League of Wisconsin Municipalities, 1938. 38 pp. mimeo. Fifty cents.

This manual has been prepared in an attempt to clarify some of the most common problems which arise concerning the operation and control of local volunteer fire departments. A model ordinance for the government of such a department is included.

A Survey of the Bureau of Police, Department of Public Safety, Pittsburgh. New York City, Institute of Public Administration, 1937. 143 pp. mimeo.

Contains recommendations on reorganization which will reduce the structure of the police machine to workable limits by consolidating units and grouping related activities. Changes suggested will permit of closer supervision and give the superintendent of

police a more complete knowledge of the distribution and problems of the rank and file.

Police and Firemen's Pension Funds of the City of Buffalo, New York (revised). Buffalo, Municipal Research Bureau, Inc., 1938. 24 pp. mimeo. Thirty-five cents.

A description of the present police and firemen's pension fund plans, with recommendations for their improvement.

PLANNING

New Horizons in Planning, 1937. Chicago, American Society of Planning Officials, 1937. 178 pp. $2.00.

This book contains the proceedings of the 1937 meeting of the members of four organizations—American City Planning Institute, American Planning and Civic Association, American Society of Planning Officials, and National Economic and Social Planning Association—and sets forth their combined suggestions for urban, rural, and regional reconstruction.

From Plan to Reality, Two. New York City, Regional Plan Association, Inc., 1938. 95 pp. $2.00.

A report in detail of a survey of the progress made toward the realization of the "Regional Plan of New York and Its Environs" in the years 1933-1936 inclusive. Covered also, but in a more general way, is the total advance during the eight years following the publication of the plan and the organization of the Regional Plan Association to promote it in 1929.

MUNICIPAL GOVERNMENT

City Problems of 1937. Edited by Paul V. Betters. Washington, D. C., United States Conference of Mayors, 1937. v, 142 pp. $3.00.

The annual proceedings of the United States Conference of Mayors, Washington, D. C., November 15-17, 1937, containing discussions on the municipal airport problem, government and industrial disputes, relief and unemployment, and housing.

City-State Relations. By J. P. Horlacher and J. C. Phillips, under auspices of the Institute of Local and State Government of the University of Pennsylvania. Philadelphia, Philadelphia Charter Commission, 1937. 65 pp. mimeo.

A study of the governmental relations between the commonwealth of Pennsylvania and the city and county of Philadelphia.

The Development of Local Boards in the Madras Presidency. By M. Venkatarangaiya. Bombay, The Local Self-Government Institute, 1938. xvi, 242 pp. Rs. 4/—

This is a study of local government as it has developed in the rural areas of the province of Madras. It traces the chief landmarks in the development of local boards and explains the nature of the problems with which legislators and administrators have been faced in their attempts to establish what they considered an efficient and democratic system of local administration.

TOLEDO INSPECTS ITS GOVERNMENT

(Continued from Page 404)

that, in spite of the fact that Toledo enjoys one of the lowest tax rates of any city its size in the country and has repeatedly balanced its budget under city manager government, it is giving a highly efficient, modern, progressive type of service to its people.

Another important by-product of the exposition was the increased interest and morale of city employees and the pride that they took in their own work and in the services which they are rendering.

The whole affair was conducted at a minimum of expense, both to the city and to the civic organizations. The former had almost no expense, since all equipment, supplies, even the signs, were furnished by the various departments participating, and in the case of the latter, due to the generous coöperation and contributions received, a modest printing bill was virtually all that had to be assumed.